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UNFPA

UNITED NATIONS POPULATION FUND
PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director
Assistance to the Government of Jordan
Support for a comprehensive population programme

Proposed UNFPA assistance:	$7 million, of which $5 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the balance of $2 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available.
Estimated value of the Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	January 1992
Executing agencies:	Government of Jordan United Nations and United Nations organizations and agencies National and international non-governmental organizations (NGOs)
Government coordinating agency:	Ministry of Planning

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I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $7 million, of which $5 million would be programmed from UNFPA's regular resources, over a five-year period, starting January 1992, to assist the Government of Jordan in achieving its population and development objectives. UNFPA would seek to provide the balance of $2 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. This would be UNFPA's fourth comprehensive country programme for Jordan.

2. The proposed programme is based on: (a) the findings and recommendations of a Programme Review and Strategy Development (PRSD) mission, which visited Jordan in September-October 1991; (b) the experience of the third country programme; (c) discussions with representatives of government departments, non-governmental organizations (NGOs) and agencies of the United Nations system, as well as with representatives of bilateral donor agencies active in the population field in Jordan. The programme has been designed to fit within the Government's overall population strategy and is intended to complement and supplement national population activities.

3. The objective of the proposed programme is to help the Government meet its population-related goals for 1996, which include: (a) formulating an explicit population policy, devising mechanisms for setting population targets and translating the National Birth Spacing Initiative into programmes, thereby helping to reduce the population growth rate from 3.3 to 2.8 per cent a year by the year 2000 by reducing the total fertility rate from 5.6 to 4.8 children per woman; (b) improving the quality of maternal and child health and family planning (MCH/FP) care so as to help reduce the infant mortality rate from 44 to 35 per 1,000 live births and the maternal mortality rate from 40 to 30 per 100,000 live births; (c) increasing the contraceptive prevalence rate from 35 to 43 per cent; and (d) reducing rural-urban migration. The proposed programme would also seek to enhance women's participation in economic development, improve mechanisms for incorporating population targets into development plans, and support action- and policy-oriented research.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

5. Demographic trends. According to a study prepared for the World Bank, Jordan's population was 3.2 million in 1990.[1] It is projected to grow to about 4.5 million by the year 2000. The annual population growth rate, according to this study, is estimated at 3.7 per cent for 1990-1995 and 3.5 per cent for 1996-2000. At these rates, the population is expected to double in 19 years. Government estimates for 1990 and 2000 are 3.4 million and 4.9 million, respectively. Rapid urbanization has taken place over the past few decades. In

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[1]The World Bank estimates exclude the West Bank. See Rodolfo A. Balatao, et al., World Population Projections 1989-90 Edition: Short- and Long-Term Estimates (Baltimore, MD, The Johns Hopkins University Press, 1991), pp. 208-209. United Nations estimates (4 million in 1990; 5.5 million in 2000) include the West Bank. See the Population Division, Department of International Economic and Social Affairs of the United Nations, World Population Prospects: 1990 (ST/ESA/SER.A/120), pp. 448-49.

1950-1955, for example, little more than a third of the population (35 per cent) lived in urban areas; by 1970, about half the population (51 per cent) lived in urban areas and by 1990, more than two thirds (68 per cent) lived in urban areas.

6. The 1990 Jordan Population and Family Health Survey confirmed a decline in the total fertility rate, which, according to government figures, dropped from 7.7 in 1971-1975 to 5.6 in 1988-1990, falling by about 27 per cent between the early 1970s and the late 1980s. Changes in nuptiality patterns were the primary reason for the decline in the fertility rate during 1976-1983; the widespread adoption of contraception was the primary reason for the decline in 1983-1990. The contraceptive prevalence rate is 35 per cent -- 44 per cent in large cities and 22 per cent in rural areas. Although Jordanians are almost universally aware of population issues and family planning services, the high fertility and growth rates indicate a gap between people's knowledge about contraception and their actual practice.

7. Social and economic factors. The Government is committed to the strategy "Health for All By The Year 2000" and has made progress in, inter alia, establishing physical facilities and developing human resources. The private sector accounts for 45 per cent of national health expenditures and employs 50 per cent of the country's physicians. Complementing the Government's efforts to meet the population's needs are approximately 500 NGOs, mostly charities that provide services for the poor; pre-school services; care for the handicapped, orphans and the aged; vocational training; and community development. The Government facilitates technical assistance to NGOs and encourages them in establishing new centres across the country. Although autonomous, they need government permission to receive assistance from external donors. Few NGOs work in the field of population. The major one is the Jordanian Family Planning and Protection Association (JFPPA), an affiliate of the International Planned Parenthood Federation (IPPF), which now provides 30 per cent of the total family planning services through its eight clinics.

8. Jordan's educational status is one of the best among developing countries. The literacy rate is 79 per cent. The country has highly qualified manpower, many of whom provide expertise to other Arab countries. However, for sociocultural reasons, women have not been heavily represented among this group, nor does their participation in formal employment match their high educational attainment: women represent 51.7 per cent of the total enrolled in secondary school and 50.3 per cent of those enrolled in higher education.

9. After a decade of steady growth, Jordan's economy began to decline in 1983, when the drop in oil prices curbed the economic boom of the oil-producing Arab countries, leading to cuts in official Arab aid to Jordan. By 1988-1989, growth in the gross domestic product (GDP) became negative, as exports of manufactured goods, remittances and foreign aid all dropped sharply. These events were also reflected in deficits in the balance of payments and the Government's budget. High unemployment -- reaching 25 per cent -- and inflation rates compounded the problems. Meanwhile, the Government was burdened with an external debt of $8.4 billion (1989). To cope with the economic crisis, the Government adopted a structural adjustment programme for 1989-1993, aimed at reducing consumption expenditures; increasing investment, government earnings and national exports; and enlarging the private sector's role. However, the programme was interrupted by the war in the Persian Gulf, which also led to the return of 300,000 Jordanians from the Gulf countries, increasing the demand for basic commodities and public services and exacerbating unemployment. The Ministry of Planning is now preparing a macroeconomic framework of economic policies and measures aimed at achieving reasonable growth rates and providing solutions for unemployment and poverty.

10. Jordan has a number of environmental problems. Its limited natural resources, especially water, are being affected by the rapidly increasing population and the pollution of water resources and irrigation systems. Apart from the exposure of scarce water resources to biological and chemical pollution, agricultural lands suffer degradation and soil erosion due to unplanned urbanization. Wildlife is threatened with extinction by hunting, and air pollution is increasing due to mechanization, dust from phosphate mining, garbage incineration and ad hoc waste disposal.

11. The Government, aware of the linkage between population and development, considers the population's growth rate too high. To reach a stable population growth rate, the Government is planning to endorse a programme providing birth-spacing services in public, NGO and private health facilities and to implement IEC activities. It is also considering such strategies as limiting immigration and encouraging emigration. The Government also aims at reducing morbidity and mortality and improving population distribution. Although the Government views population factors as closely related to economic growth, it does not consider population size as a direct determinant of such growth and has, as yet, no explicit population policy.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

12. The proposed programme would be the fourth in a series of UNFPA-assisted programmes for Jordan. From 1976 to 1991, UNFPA expended approximately $11 million on Jordan's programmes. The third programme (1986-1991), which was based on the recommendations of a 1985 needs assessment mission to Jordan, was approved in 1986 for $4 million and extended by $552,000 for two years (1990-1991); of the total $4.55 million, about $4.2 million was spent. The third programme aimed at strengthening the national population programme and services and at promoting self-sufficiency in these areas. Collectively, the three programmes contributed to establishing a sizeable population database; reducing the total fertility rate, the infant mortality rate and the maternal mortality rate; increasing the contraceptive prevalence rate; and improving the population's health.

13. Many of the prerequisites for the formulation of an explicit population policy are now in place. Awareness of population factors and their linkages with development is already high, and it is increasing with the economic crisis facing Jordan. Institution-building has progressed over the three programme cycles, as evidenced by, inter alia, the formulation of three five-year development plans since 1975. Moreover, the National Population Commission, originally set up in 1973, has been reactivated. In addition, many surveys were carried out between 1976 and 1990, facilitating the monitoring of changes in population factors.

14. However, several constraints prevented the formulation of a coherent population programme, including the absence of a conceptual framework to guide the programming process and the integration of population variables into planning; the lack of a clear perception of the impact of high population growth on the depletion of natural resources and deterioration of the environment; the war's effects on the economy, causing budget cuts in social development, and the Government's import restrictions, affecting the implementation of population activities; and inadequate mechanisms for coordinating the national population programme.

Maternal and child health and family planning

15. UNFPA's third country programme (1986-1991) supported several activities in the MCH/FP sector designed to improve accessibility, coverage and the quality of services of the Ministry of Health's MCH/FP

clinics; to provide equipment and vehicles to many of the 53 health centres; and to train staff. Support was also provided for staff salaries and contraceptives to assist in the expansion of JFPPA's family planning services as well as for improving maternal and perinatal care at the King Hussein Medical Centre and Aidoun Hospital by providing equipment, fellowships for staff training abroad, local training programmes for medical and paramedical personnel, and research in family planning and reproductive health.

16. Despite these efforts, however, the provision of MCH/FP services in primary health care and MCH centres remains insufficient. Moreover, discontinuation rates among family planning users are high, especially among the 25 per cent of women using traditional methods. Longer-term contraceptive methods -- injectables and NORPLANT subdermal contraceptive implants -- are not yet among the methods offered. Local training has been constrained by the absence of a training plan for MCH/FP staff. The MCH/FP management at the central level still requires support as there is not yet a strong focal point for MCH/FP activities in the Ministry of Health. Moreover, neither the National Health Policy nor the development plan includes specific quantified national targets for family planning. Activities are further constrained by the absence of an explicit policy or programme for coordination between public and private sectors, including NGOs.

Information, education and communication

17. Under UNFPA's third country programme, support was provided to Yarmouk University's Department of Journalism and Mass Communication, which trains staff in population communication. The Department also conducted population research, organized study tours, produced textbook materials, and instituted a regular course on population communication.

18. The IEC sector is constrained by the lack of a comprehensive national population IEC strategy and the absence of an institutional framework for IEC activities that would include all the organizations involved in development programmes. In addition, population topics need to be introduced into the school curricula and linked to long-term population objectives.

Data collection and analysis

19. Under the third country programme, support for the data collection and analysis sector included assistance for the Department of Statistics and the Civil Status Department in data collection, research and training. In data collection, activities were aimed at providing data from the civil registration system. Such up-to-date, reliable and disaggregated data were intended to enhance the quality of socio-economic planning by serving as a basis for population projections and for the preparation of a master sampling framework. Two research projects were developed to strengthen the demographic analysis capabilities of the Department of Statistics. A training project enabled the University of Jordan to continue to offer demography courses at the B.A., diploma and M.A. levels.

20. Because of financial difficulties, the census was replaced by a demographic sample survey, scheduled for 1990, which was itself postponed. Hence, there is still a need for providing reliable and up-to-date data as well as for improving data analysis, dissemination and uses. Further efforts need to be made to institutionalize the data-collection process and to expand national training capacity.

Population policy formulation

21. Although the Government has identified population growth and limited natural resources as important issues relating to the country's economic growth and social progress, it has not yet adopted an explicit population policy. However, the National Population Commission has proposed a birth-spacing initiative for government endorsement. Its aim is to provide birth-spacing services at governmental, NGO and private health facilities and to implement supportive IEC programmes involving the Ministries of Health, Education, and Religious Affairs. Increasing government commitment can be seen in the reactivation of the Commission and the creation of its General Secretariat. There are also indications of increasing commitment to population activities among such national NGOs as the Queen Alia Fund, which hosts the Commission's General Secretariat and supports its objectives. In addition, UNFPA assistance to the Ministry of Planning to develop an analytical framework for integrating population variables into development planning resulted in the establishment of a Human Resource Unit in the Ministry, the training of various staff, and several studies. However, these efforts suffered as a result of the economic crisis and the Gulf War, and the effectiveness of the Unit remains limited.

22. There is still a need for: (a) a population policy that takes into account the interrelationships between population, development, environment and resources; (b) stronger institutional capabilities to undertake population and development activities; and (c) mechanisms for coordinating, monitoring and following up population and development programmes.

Women, population and development

23. UNFPA assisted the sector of women, population and development at both policy-making and grass-roots implementation levels. UNFPA provided an expert to advise the former Directorate of Women's Affairs at the Ministry of Social Development. At the grass-roots level, UNFPA supported two activities. The first one was a community development complex, run by the Queen Alia Fund, where women were trained in health, nutrition, child care, family planning and environmental issues; household plant and animal production to supplement nutrition and family income; management of local institutions, cooperatives and credit; and income-generating activities. The second activity aimed at raising population awareness among policy makers and the public, educating women in family life, and advising women on small entrepreneurship. IEC material was produced and disseminated to women. There were also plans to implement eight pilot income-generating schemes, six of which have been launched.

24. However, efforts in this sector were constrained by the absence of a national strategy addressing women's needs, including the need for more effective integration of women and population concerns into development activities.

Other external assistance

25. Besides UNFPA, three major international agencies -- the World Bank, IPPF and the United States Agency for International Development (USAID) -- have provided support for population- and health-related activities. The World Bank provided two loans for the building and restoration of the primary health care infrastructure, research on health manpower, health financing and MCH; IPPF has supported the JFPPA in family planning service delivery; and USAID has supported social marketing of contraceptives, family health services, data collection and population policy. Other United Nations organizations and agencies working in population have provided technical assistance in various programme areas ranging from social development

planning, data collection and demographic research to training in mass media, health (including MCH/FP) and education.

IV. PROPOSED PROGRAMME 1992-1996

26. The UNFPA programme of assistance to Jordan for 1992-1996 aims at supporting the Government's efforts to ensure harmony between the country's development needs and its medium- and short-term population growth. Specific population targets for 1996 are: (a) reducing the total fertility rate from 5.6 to 4.8 and the infant mortality rate from 44 to 35 per 1,000; (b) reducing the maternal mortality rate from 40 to 30 per 100,000 live births; (c) increasing the contraceptive prevalence rate from 35 to 43 per cent; and (d) reducing rural-urban migration.

27. To address the above objectives, the Government's overall national population strategy entails: (a) securing quality management for the population programme in the context of development planning; (b) ensuring that population factors are included in all development planning, that an explicit population policy is formulated, and that priority is given to policy-oriented research; and (c) improving the target-setting process and reducing the population growth to about 2.8 per cent by the year 2000. The strategy includes supporting national institution-building and establishing appropriate mechanisms for cooperation, coordination and follow-up to maximize the value of the national population programme; and continuing to mobilize all concerned NGOs to participate in planning and implementing the national population programme. The strategy also entails fostering a dialogue among policy makers and other influential groups, including political parties and professional labour and women's organizations, to increase awareness of population variables and their interrelationships with environmental and development programmes; intensifying population IEC programmes; continuing to revise and prepare curricula for various target audiences; and encouraging the integration of women in economic development.

28. In line with UNFPA's mandate and policy guidelines, several areas have been identified that require its technical and financial assistance during the 1992-1996 programme cycle. In consultation with the Government, UNFPA would work towards mobilizing additional bilateral and multilateral resources to respond to the country's needs in the fields of population, environment, and women and development, ensuring also that all activities under the various work plan categories are oriented towards the integration of women, population and development. The proposed sectoral strategies and programme areas, which are based on the overall national population strategy, are outlined below.

Maternal and child health and family planning

29. The objective of UNFPA assistance to the Ministry of Health is to support the improvement and expansion of MCH/FP service delivery, to increase modern contraceptive prevalence, and to improve the method mix, including increasing the use of more reliable methods. The proposed programme would aim at upgrading the Ministry's MCH/FP section to enable it to plan, organize, implement and supervise the MCH/FP programme and at strengthening the Department of Health Education and the Department of Training by the establishment of a national training centre for family planning courses and by providing assistance to medical and paramedical institutions in introducing and revising Safe Motherhood and family planning elements in their curricula.

30. The programme would also help broaden the range of modern contraceptives and would introduce injectables and NORPLANT in selected hospitals, along with staff training in those methods; ensure that

health and MCH/FP services address women's needs for pre- and post-natal care, with appropriate counselling and family planning service delivery; improve the quality of family planning services by strengthening the knowledge, counselling, supervisory and follow-up skills of service providers; and provide technical assistance to strengthen community-based services in MCH/FP programmes. UNFPA would also continue to support expanded provision of clinical services by NGOs, such as JFPPA. In its expansion programme, JFPPA would be able to link up with the Queen Alia Fund and to use its facilities, which are available for MCH/FP service delivery.

31. UNFPA would provide a total amount of $3.4 million for this sector, of which $900,000 would be sought from other sources, including multi-bilateral sources. Of the $3.4 million allocated for MCH/FP, $1.5 million would be used to cover one third of the projected national contraceptive requirements, aimed at reaching a 43 per cent prevalence rate by 1996. It is expected that the private and NGO sectors would provide the remaining two thirds.

Information, education and communication

32. UNFPA would assist the Government in developing a national population IEC strategy to strengthen the Government's capacities and reinforce overall coordination among the various partners concerned. The national IEC strategy would encompass: (a) the development and establishment of a coordinating and facilitating mechanism involving various government bodies and NGOs in population IEC activities; and (b) special studies of sociocultural reasons for the gap between people's knowledge and attitudes towards family planning, on the one hand, and contraceptive practice, on the other.

33. UNFPA support would focus on enhancing population IEC activities and formulating a comprehensive population IEC strategy, including in-school and out-of-school education, with community participation through NGOs. To enhance the provision of guidelines and directions for all population information activities, support would be geared to establishing a coordinating body at the Ministry of Information. Efforts would also be made to institutionalize population IEC within the structure of the Ministry of Health's Health Education Department, the Ministry of Information's Department of Training and Development Communication, Yarmouk University's Department of Journalism and Mass Communication, and the National Population Commission.

34. The proposed support would also promote the formulation of a national training programme in population communication techniques for all IEC workers directly or indirectly involved in population activities and the design of specific multimedia and multisectoral communication campaigns addressing hindrances to increased contraceptive prevalence.

35. Under the proposed programme, technical assistance would be provided for the Ministry of Education to consolidate and streamline efforts to introduce population and environmental education materials as part of school curricula at all levels. This effort would include the training and equipping of teachers to undertake population and environmental education on a sustained basis. UNFPA would provide a total amount of $1.3 million for this sector, of which $300,000 would be sought from other sources, including multi-bilateral sources.

Data collection and analysis

36. Under the proposed programme of assistance for the data collection and analysis sector, UNFPA would support the Government's efforts to increase demand for quality population data; improve data analysis,

dissemination and utilization; institutionalize data collection; and expand national training capacity. Support would go for the implementation of a population and housing census, based on a total count for certain characteristics and a sample survey for other socio-economic information. The programme would also support strengthening the capabilities of the Demographic Analysis and Research Unit and the Jordan Statistical Training Centre -- both part of the Department of Statistics -- for carrying out relevant and timely analysis and training activities involving special training programmes tailored to the needs of various sectoral ministries, institutions and other users. UNFPA would also support the establishment of a data bank in the Department of Statistics for information on, inter alia, women and youth.

37. Continued assistance would be provided to Jordan and Yarmouk Universities for their training and research programmes, giving priority to: (a) policy-oriented research related to the integration of population variables in development planning; and (b) action-oriented studies on sociocultural factors affecting family norms and behaviour, contraceptive knowledge and practice, and related attitudes. UNFPA would provide a total amount of $700,000 for this sector, of which $300,000 would be sought from other sources, including multi-bilateral sources.

Population policy formulation

38. The proposed programme's objective is to assist the Government in formulating a comprehensive population policy and in establishing mechanisms for setting targets that are in line with medium-variant projections. These targets would be included in sectoral plans. The proposed programme would also aim at maintaining a continual build-up of population awareness activities to ensure attention to the linkages between population, the environment and sustainable development. To meet this goal, UNFPA would support the National Population Commission and its General Secretariat in: (a) establishing a population information network; (b) continuing a policy dialogue among high-level bodies emphasizing those linkages and organizing special workshops for decision makers; (c) disseminating research findings to various audiences, including political officials, journalists and the public; and (d) identifying research gaps and establishing a roster of experts on these topics at national, regional and international levels. The proposed programme would also support the institutionalization of day-to-day efforts to integrate population variables into development planning, in preparation for a Population and Development Planning Unit. This goal would entail continued support to the Ministry of Planning's Human Resource Development Unit, after broadening its terms of reference. UNFPA would provide a total of $300,000 for this sector, of which $100,000 would be sought from other sources, including multi-bilateral sources.

Women, population and development

39. UNFPA assistance for the women, population and development sector would aim at helping the Government to strengthen its institutional framework for women, population and development and to address women's needs in a variety of sectors, including the expansion of employment and income-generating opportunities, with special emphasis on the population dimension.

40. The Jordanian cabinet recently established a high-level coordinating body for women, population and development with representation from relevant agencies and institutions (government, NGO and private). It assigned the functions of the secretariat of this body to the Queen Alia Fund, enabling it to offer MCH/FP services integrated with IEC, vocational training and income-generating activities for women through its existing centres and in remote areas. Additionally, UNFPA would provide assistance to the Noor Al Hussein Foundation to enable it to offer income-generating activities and IEC.

41. Coordination of the efforts of international agencies is crucial to achieve a multisectoral impact on women involving MCH/FP, population IEC and vocational training. UNFPA assistance would support: (a) vocational training for women, ensuring the integration of the population dimension in all activities; and (b) the formulation of an integrated programme for women, population and development, ensuring that health and MCH/FP services address women's needs in pre- and post-natal care, and provide counselling and family planning delivery. UNFPA assistance would complement other inputs aimed at strengthening and reorienting relevant vocational training and functional literacy programmes geared, in particular, to preparing young women for employment in non-traditional activities; and extending specific services to working women, such as providing and/or expanding kindergartens and children's centres as a public service. UNFPA would provide a total amount of $900,000 for this sector, of which $300,000 would be sought from other sources, including multi-bilateral sources.

Special programme

42. Population and the environment. UNFPA assistance for the population and environment sector would address the necessity for recognizing linkages between population, environment and sustainable development in the National Environment Strategy and the need for a framework in which that Strategy can be fully implemented. The proposed programme would also promote greater knowledge and awareness among the public of population and environmental interrelationships and greater public support for environmental protection. It would also promote the mobilization of the private sector and NGOs in the protection and conservation of the environment. To ensure that the various sectors included in the Strategy -- in cooperation with relevant ministries, educational institutions, the private sector and NGOs -- integrate population variables as determinants and consequences of environmental trends, UNFPA would provide support to the Department of Environment at the Ministry of Municipal, Rural and Environmental Affairs. UNFPA would provide support to the Jordanian Society for the Control of Environmental Pollution to educate the public about the national strategy and to instill in citizens recognition of the need to conserve natural resources, particularly water.

43. UNFPA would also assist in strengthening environmental education and population education in the curricula of educational institutions at all levels. It would promote the development of IEC materials on population and environmental linkages by the Ministry of Information, in collaboration with the Ministry of Education and the Department of Environment, for distribution to all educational institutions. Additionally, it would support research on the linkages between population and environment. It would also support the Department and the Ministry of Health in undertaking environmental health awareness campaigns and services to local communities, targeting women especially and stressing linkages between the environment and the quality of life. UNFPA would provide a total amount of $200,000 for this sector, of which $100,000 would be sought from other sources, including multi-bilateral sources.

Programme reserve

44. An amount of $200,000 would be set aside as a reserve to cover unforeseen activities that may be developed within the context of the proposed programme.

Programme coordination

45. The main needs for coordination are to prevent duplication of activities; to foster greater communication and consultation among donors and between donors and implementing bodies; and to increase

collaboration among programme implementors. The proposed programme would constitute the basis of a framework for cooperation with international and United Nations agencies. Cooperation with members of the Joint Consultative Group on Policy would be intensified. Joint activities with other JGCP agencies would be envisaged. In consultation with the Government, UNFPA would take the lead in assisting the Government in organizing periodic meetings of donors, including NGOs, to identify gaps and overlapping areas in the assistance provided to the country's population programme. UNFPA would also work with the Government to increase the mobilization of resources for population programmes.

Programme management, monitoring and evaluation

46. All programme activities would be monitored and evaluated in accordance with standard UNFPA guidelines and would have built-in monitoring and evaluation mechanisms. A mid-programme review would be carried out in 1994, and independent evaluations would be part of all larger projects. It is anticipated that the role of national and international NGOs would be expanded. Whatever the mode of execution, UNFPA would make full use of available and appropriate national and regional technical backstopping capacities, complemented by the country programme technical support team that will become operational in 1992 as part of the UNFPA successor support-cost arrangements approved by the Governing Council in decision 91/37.

Financial summary

47. As indicated in paragraph 1, UNFPA would provide assistance in the amount of $7 million over the five-year period 1992-1996, of which $5 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the balance of $2 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. The following table shows how the programme areas would accommodate these two levels of funding:

	UNFPA regular resources $	Other resources $	Total $
Maternal and child health and family planning	2,500,000	900,000	3,400,000
Information, education and communication	1,000,000	300,000	1,300,000
Data collection and analysis	400,000	300,000	700,000
Population policy formulation	200,000	100,000	300,000
Women, population and development	600,000	300,000	900,000
Special programme	100,000	100,000	200,000
Programme reserve	200,000	--	200,000
TOTAL	5,000,000	2,000,000	7,000,000

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V. RECOMMENDATION

48. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Jordan in the amount of $7 million for the five-year period 1992-1996;

(b) Authorize the Executive Director to programme, subject to the availability of funds, an amount of $5 million from UNFPA's regular resources, over the period 1992-1996;

(c) Further authorize the Executive Director to seek to provide the balance of $2 million of the approved programme from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources from any of the above sources become available;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Jordan and with the executing agencies.